2007

The EARN (Early Assessment and Retention Network) Model for Effectively Targeting WIA and TANF Resources to Participants

John Pawasarat
University of Wisconsin - Milwaukee, pawasara@uwm.edu

Lois M. Quinn
University of Wisconsin - Milwaukee, lquinn@uwm.edu

The EARN (Early Assessment and Retention Network) Model for Effectively Targeting WIA and TANF Resources to Participants

by John Pawasarat and Lois M. Quinn, Employment and Training Institute, University of Wisconsin-Milwaukee, 2007

This technical assistance project demonstrates the advantages of implementing a large-scale comprehensive data-driven IT capacity in the urban Workforce Investment Act (WIA) and Temporary Assistance for Needy Families (TANF) settings. Longitudinal state wage match data, WIA data bases, welfare files, corrections data, and driver's license records provide essential program planning and evaluation tools to assess the effectiveness of program interventions by client characteristics and can offer an early warning system for agencies on their progress on measures of post-program employment outcomes. WIA and TANF agencies faced with increasingly difficult-to-serve populations need up-to-date data to identify those most at-risk of failing to meet employment and retention goals as well as clients most able to benefit from pre- and post-program assistance. The longitudinal pre- and post-program participant employment experiences by component and client demographics can also be used to assess which employment placements are most likely to result in sustained employment.

The key lesson found here is that urban WIA boards and TANF agencies – and the state agencies supervising them -- need to take steps to combine large institutional databases to identify which employment outcomes work and which don't. The EARN Model shows how valuable these data bases can be in identifying costs of various approaches and in monitoring short-term and long-term employment and earnings for those served. A key element is the state employer wage match data which should be used as the primary post-program outcome measure along with statistics on reduced need for welfare, food stamps and medical assistance.

TANF and WIA agencies too often fail to assess the fiscal effectiveness of investments in costly services (e.g. AODA and GED instruction) for their clients, while at the same time ignoring (or failing to identify) immediate barriers which are much less expensive to address and more likely to result in improved post-program outcomes (i.e., driver's license problems, legal and employment barriers for ex-offenders, and lack of private transportation to meet job, child care and personal family needs). The failure to address key variables contributes to high job turnover rates and low earnings for exited WIA and TANF clients. This paper uses past and ongoing research to show how new employment-related barriers can be identified and how the EARN Model can be used to target employment interventions and to increase post-program performance. High volume urban TANF and WIA providers will benefit most from this data-driven model which can also be implemented at a state level to assist smaller WIA service delivery areas and to enhance post-program outcomes statewide.

Part One: Recommendations

1. **The state should take leadership in securing necessary data sharing agreements and training WIA staff to access and use the state Department of Transportation (DOT) driver's license data** to flag those who have a driver's license but need to take care of unpaid fines. The WIA application form should be changed if necessary to gain access to unsuppressed data from DOT.

Why is this important?

- ***An increasing number of WIA participants have driver's licenses in need of repair.***

- ***Those WIA participants with a valid driver's license are 2 times more likely to show earnings above the family poverty level than those without a license.***

- ***For WIA participants with less than 12 years of education, those with a valid license are 4 times more likely to show earnings above the poverty level compared to those without a license.***

2. **State Department of Corrections (DOC) data should be used** to flag the growing numbers of participants with histories of incarceration in state prisons, and this population should be treated as the highest risk population. Similarly, current probation and parole databases should be accessed to make sure that DOC probation and parole reporting requirements DO NOT conflict with employment. There are no quick fixes for this population.

Why is this important?

- ***An increasing number of WIA clients have been incarcerated. The number of Milwaukee County men with state prison records has increased 400% in the last 12 years.***

- ***The worst employment and earnings outcomes are for the growing number of WIA participants with records of incarceration in state correctional facilities.***

- ***Only 7% of male WIA clients with a history of incarceration in state adult correctional facilities had a valid driver's license.***

- ***Measures of post-program employment for ex-cons are dismal with only 15% employed with earnings above family poverty in the first quarter after exiting WIA. This percentage drops to 9% in the second quarter after leaving WIA.***

- ***Only 13% of the ex-cons worked in each of the 8 quarters after leaving WIA.***

- ***While employment outcomes are better for ex-cons with more education, there is no evidence that GED programs have an impact. About 2/3 (65%) of those with more than 12 years of schooling show at least some earnings in the first 2 quarters after exiting WIA, compared with only 40% of those with less than 12 years of schooling and 51% of those with 12 years of schooling.***

3. **<u>WIA staff should be trained to access CARES screens and monthly CARES extracts to assess the characteristics of public assistance cases</u>** (including W-2/TANF, food stamps, medical assistance, BadgerCare). Particular attention should be paid to possible dual enrollments in W-2/TANF, FSET (Food Stamp Employment and Training) programs, and WIA employment programs.

Why is this important?

- ***While post-program outcomes are poor for the welfare population, there are some subpopulations which could benefit from targeted efforts, i.e., those who have driver's license with a suspension which is fixable and those eligible for but not receiving child care assistance.***

- ***Child care subsidies are high for this population, but the results are conflicted. The population with subsidized child care does not perform much better than those without subsidized assistance on the WIA measures for employment outcomes. While participants with children under age 5 with subsidized child care do much better on the measures of employed in Quarter 1 and Quarter 2 they do worse on measures of quarterly wages near or above the poverty level.***

- ***Employment and earnings outcomes improve with higher levels of education but not as much as expected. Average <u>quarterly</u> earnings for those employed in the quarter after WIA exit were $2,196 for those with less than 12 years of schooling, $2,644 for those with 12 years of schooling, and $3,109 for those with education beyond high school.***

- ***Public assistance participants are twice as likely to be employed above the poverty level when a driver's license is in evidence. For clients with less than 12 years of schooling, 20% showed earnings above the poverty level their first quarter after WIA if they had a valid driver's license, compared to only 9% of those with no valid license. For clients with education beyond high school, 34% showed earnings above the poverty level their first quarter after WIA if they had a valid driver's license, compared to only 17% of those with no valid driver's license.***

Percent of Public Assistance Population <u>with Quarterly Income At or Above $4,000*</u>
by Years of Schooling and Driver's License Status

	BY YEARS OF SCHOOLING:		
<u>Quarter after WIA Exit</u>	<u>Less than 12 Years</u>	<u>12 Years</u>	<u>More than 12 Years</u>
1st Quarter: **<u>NO</u>** valid driver's license	9%	11%	17%
1st Quarter: **<u>WITH</u>** a valid driver's license	20%	20%	34%
2nd Quarter: **<u>NO</u>** valid driver's license	6%	6%	12%
2nd Quarter: **<u>WITH</u>** a valid driver's license	13%	15%	27%

*Earnings in the 2000-2003 time period.

4. **Monthly WIA participant data should be combined with other state files from DWD, DOC and DOT to construct a longitudinal data base for analysis of trends and outcomes** and to flag cases most likely to benefit from services.

Why is this important?

- ***Merging data bases from state agencies shows that the WIA population not on public assistance and not in the DOC system accounts for the best outcomes. This population is 64% white, 79% with a valid driver's license, and only 19% with less than 12 years of schooling.***

- ***The quarterly income for this population is much higher, making most participants ineligible for subsidized child care.***

- ***Even for this population, 17% have a driver's license in need of repair.***

5. **The state Department of Workforce Development wage match data and public assistance CARES data should be regularly combined** (using data sharing agreements with DWD) and staff provided extensive training of use of the state wage match databases.

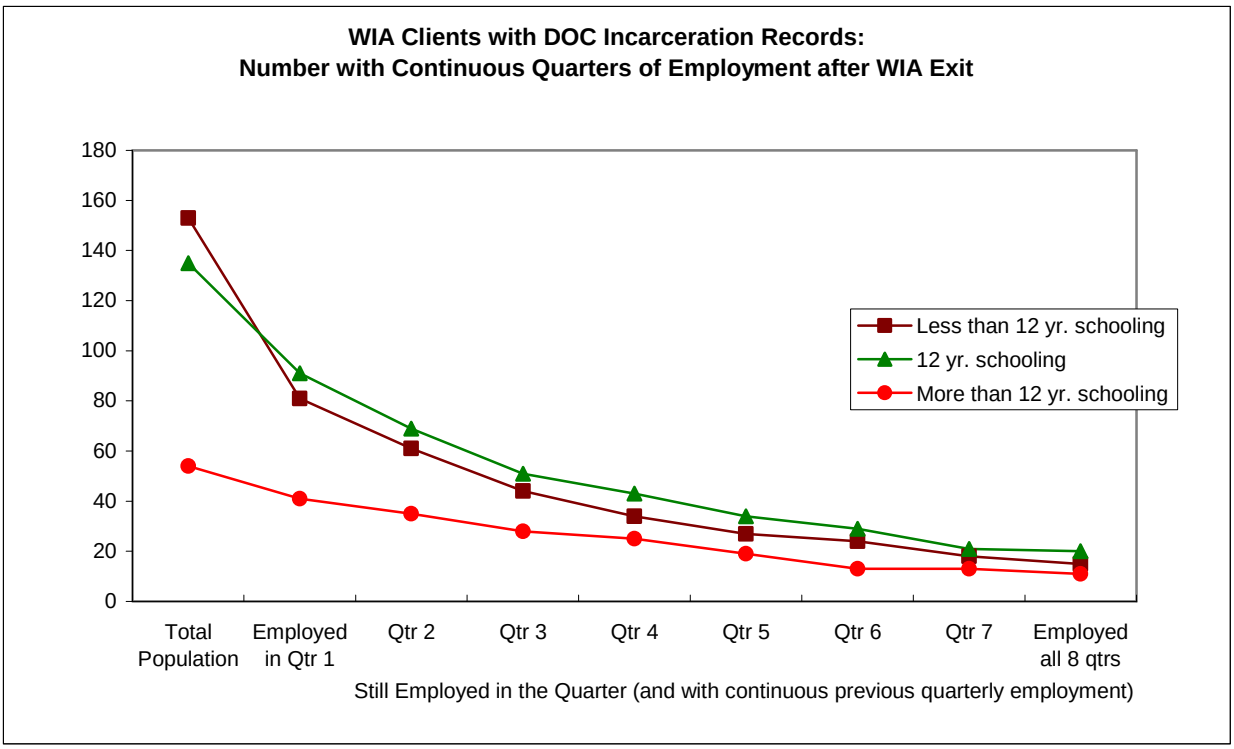
Examples of why this is important:

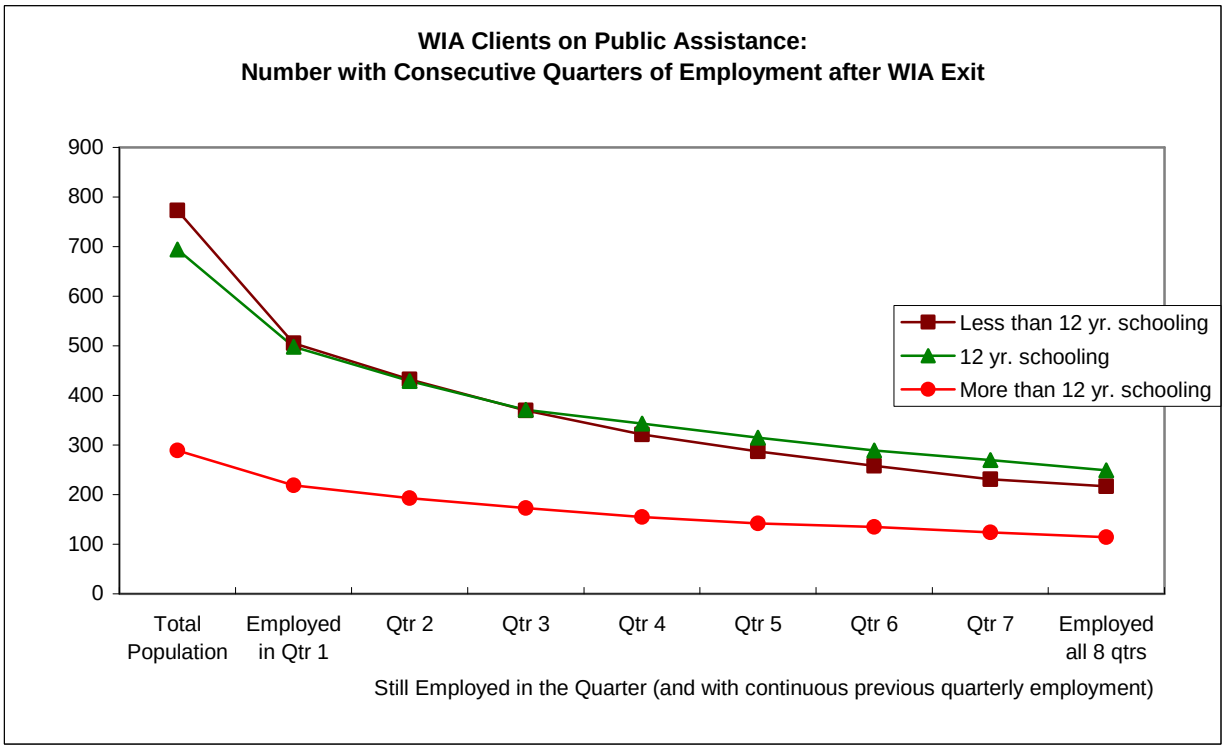
- ***Most employers hire only 1 or 2 WIA participants, making job placement and follow-up work more challenging. Of 582 employers hiring WIA participants in a 3 months period, most (74%) hired only 1 WIA client and another 14% hired only 2 clients. Just 4% of employers (including temp agencies) hired 5 or more WIA clients and only 2 employers (both governmental units) hired more than 10 WIA clients during the 3 months studied.***

- ***Most WIA clients show significant churning of employment after exiting WIA. Of 846 WIA clients tracked after exit, only 29% showed only 1 employer in the post-exit period, and only 14% stayed with that employer for the next year, showing the importance of access to private transportation for most workers.***

- ***In the first year after exit, 71% of WIA clients worked for 2 or more employers, and 45% worked for 3 or more employers.***

- ***Few difficult-to-serve WIA clients show sustained employment (at any level of earnings) 1 to 2 years after exiting WIA programs.***

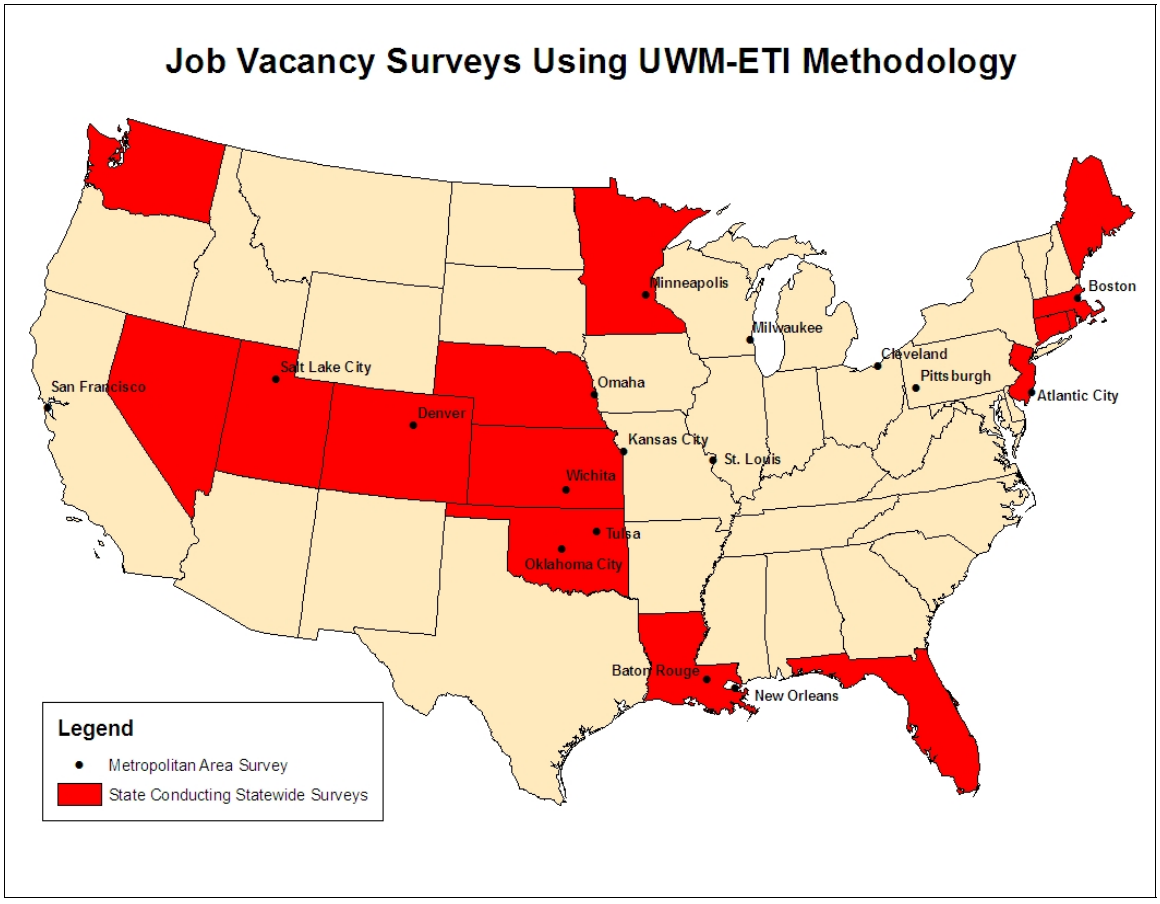

WIA Clients with DOC Incarceration Records:
Number with Continuous Quarters of Employment after WIA Exit
180
160
140
120
100
80
60
40
20
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Total Population
Employed in Qtr 1
Qtr 2
Qtr 3
Qtr 4
Qtr 5
Qtr 6
Qtr 7
Employed all 8 qtrs
Still Employed in the Quarter (and with continuous previous quarterly employment)


WIA Clients on Public Assistance:
Number with Consecutive Quarters of Employment after WIA Exit
900
800
700
600
500
400
300
200
100
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Total Population
Employed in Qtr 1
Qtr 2
Qtr 3
Qtr 4
Qtr 5
Qtr 6
Qtr 7
Employed all 8 qtrs
Still Employed in the Quarter (and with continuous previous quarterly employment)

Part Two: Background on the EARN Model Project

For the last 18 years the University of Wisconsin-Milwaukee Employment and Training Institute has had a unique partnership with Milwaukee County, the City of Milwaukee, and the Private Industry Council, using applied research to improve the delivery of federal and state welfare and employment programs. This university partnership has generated a number of nationally recognized workforce development models for addressing the needs of urban low-income populations, i.e., driver's license recovery programs, using job vacancies surveys to identify short-term and long-term training needs, and improving access to child care subsidy programs.

The Employment and Training Institute has worked with the Milwaukee Private Industry Council on data-driven models to improve employment and training program outcomes since the early 1990s. In 1993 the Private Industry Council, Employment and Training Institute, and City of Milwaukee launched the Milwaukee Area Job Openings Surveys which have been conducted regularly to assess the workforce needs of employers, the location of jobs in the metro area, hourly wages, and training required. The U.S. Department of Labor has promoted the Milwaukee survey as a national model and contracted with the UWM Employment and Training Institute to prepare a how-to manual for other workforce investment regions and states interested in measuring workforce needs, and the ETI/PIC model is now used by WIA providers in 20 states (with 15 states now conducting the survey statewide).



In 1995 the PIC and ETI examined the pre- and post-wage history of PIC participants to demonstrate the advantages of using state wage match data as a tool for serving clients and evaluating results. In May 2006 the annual Job Vacancy Survey was expanded to include all seven counties of southeastern Wisconsin as part of the WIRED Initiatives to detail demand for jobs in the region, the type of training required, and the location of jobs by industrial sector. (See ***An Analysis of Job Openings in the Milwaukee Region: Job Supply and Demand***, 2006 posted at www.eti.uwm.edu.)

In early 2007 the Employment and Training Institute and the Private Industry Council of Milwaukee County received a Technical Assistance and Training (TAT) grant from the State of Wisconsin to develop a strategy to improve program outcomes for Workforce Investment Act participants. The Employment and Training Institute and Private Industry Council staff developed a data-driven system (the EARN Model) to increase internal capacity, make maximum use of existing state data bases, increase program outcomes, and more effectively manage program resources. This data-driven program improvement model builds on the ETI and PIC's previous use of the wage match data and ETI's research on other critical data sources to improve program performance. As part of the TAT project authorized by the state, the Employment and Training Institute identified the data sources necessary to construct a data-driven capacity to improve outcomes, used the data sources to demonstrate the type of data analysis which would result from the enhanced internal IT capacity, and produced the types of reports that a staff person or contractor should be required to produce.

Using the EARN Model WIA staff will be able to generate reports and weekly follow-up data that combines the WIA data base and DWD wage file data with DOC database of persons incarcerated in state facilities; DOT databases on driver's licenses, suspensions and revocations; CARES extracts on W-2, food stamps, medical assistance and BadgerCare cases; and TANF databases on subsidized child care.

Part Three: Data Requirements for the EARN Model

The effectiveness of employment and training programs for high volume urban WIA programs can be greatly enhanced through the use of data-driven assessment and evaluation tools which provide case workers and managers with ongoing and timely client profiles. Analysis of prior years of program participation outcomes can be used to identify which programs are most effective and which portions of the participant populations face barriers which need to be addressed prior to exiting the program and prior to the six-month follow-up. Timely and accurate data on client participation (pre- and post-) in entitlement programs (such as food stamps, medical assistance, and child care) and wage match data on employment and earnings are also essential for tracking clients before enrollment in training activities and after program exit to identify early-on which post-program interventions are necessary to enhance employment and earnings prior to the six-month outcome measurement period.

The EARN (Early Assessment and Retention Network) Model uses multiple databases merged by individual client to provide on-going profiles of program performance for use by administrators and caseworkers as an **assessment and early warning tool** to identify clients in need of special services and those who need post-program interventions. The model uses existing ASSET, DOC, DOT, and DWD data sets available for little or no cost from participating units of government, merges the data at the individual level, and places the profiles in the hands of those responsible for program operation.

Data Requirements for the Early Assessment and Retention Network (EARN)

Data Sets	**Availability**
Dept. of Corrections public inmate file	Public -- every July
Dept. of Corrections probation and parole	Public – varies
Dept. of Transportation driver's license file	Annually – Require data
Dept. of Transportation suspensions/revocations file	sharing agreements
CARES Extract Files	
Food stamps	Monthly extracts online, requires
Medical assistance	DWD authorization, not public, data
W-2 cases	sharing agreement necessary
Shares Child Care Subsidy Files	
Child care payment file	Monthly extracts online, requires
Case file with employment data	authorization, not public, data sharing agreement necessary.
DWD Wage Match File	
Quarterly earnings for almost all employees	Quarterly from DWD, requires data sharing agreement.

Early Assessment and Retention Network (EARN) for Adult Program Applicants

Key Assessment Variables

Demographic Variables (CARES)

- Food stamps/medical assistance
- Age and education of mother
- Age of children
- Presence of spouse/other adult
- Kinship care/NLRR
- SSI/SSA flag

Employment Variables

- Earned income on food stamp
- FSET status
- Hours worked over time (FS)
- Food stamp amount/unearned income
- Shares hours/weeks worked
- DWD wage match data

Prior/Current W-2 Status

- W-2 employment status
- W-2 history of outcomes
- Region #

Assessment of Barriers

Prison Barriers (DOC)

- DOC history, 1993 – present
- DOC current probation and parole

Transportation Barriers (DOT)

- Suspensions and revocations
- Driver's license status

Child Care Barriers (Shares)

- Past/current use
- Shares history
- Gross/earned income
- Hours worked

Employment History (Wage file)

- Prior employment levels
- Turnover/retention/gaps

↓

EARN Composite Profile

↘ **Key Variables** ↙ **Barrier Flags**

↓

Formal Assessments

↓

2nd Meeting with Case Worker

Post Program EARN Profile

EARN and ASSET Profile at Exit

- Placement, wage, hours
- Credentialing
- Special and target group flags
- Child care status
- Food stamp/medical assistance status

→

Flag Target Groups for Follow-Up

1. Moms with young children
2. Ex-cons
3. Low education level
4. No driver's license
5. Multiple barriers

Retention Profile at Months 3 thru 6

- Identifies positive outcomes
- Identifies problem areas
- Risk assessment for positive 6-month review

←

Monthly Post Program Status

Food Stamp Status
- Hours worked, earnings
- Food stamp status, other income
- Children, adults in group

Medical Status
- Type of aid for person
- Type of aid for children
- BadgerCare
- Change in aid status

Shares status
- Earnings, hours, income
- Age and number of children
- Age and # of children in Shares

Wage Match Quarterly Data
- Quarterly earnings post-program
- Type of NAICS employer

Part Four: Prior Research Supporting the EARN Model

The Employment and Training Institute, which was included in the Department of Workforce Development's Technical Assistance and Training (TAT) grant to the Milwaukee PIC, had previously assisted the Wisconsin Legislature, Milwaukee County Executive's Office, Milwaukee County Health and Social Services, and the Private Industry Council in projects combining large institutional databases in order to analyze needs and construct strategies to most effectively target limited resources for maximum impact to achieve program goals. This research and technical assistance work has demonstrated the effectiveness of using large institutional data bases to both evaluate and improve employment and training program outcomes.

Statewide Evaluations of Learnfare and Workforce

For the welfare reform evaluations of the Wisconsin Learnfare and work programs for the Wisconsin Legislature, the Employment and Training Institute combined over a dozen social service, welfare and employment data files to construct a combined social service, welfare and employment database. This approach allowed construction of a history of over 10 years of data at an unprecedented level which was used to track employment, welfare and education outcomes without having to rely upon sample research (which is subject to high non-response rates, particularly for poor populations). The use of threshold measures for earnings (rather than average annual earnings) has been adopted by most evaluation studies conducted in the years since the ETI evaluations.

Milwaukee County Youth Initiative

The Employment and Training Institute experience has shown that analysis of longitudinal pre- and post- patterns for individual program participants provide a valuable predictive tool for a more cost effective targeting of program interventions based on prior program experiences for a variety of target populations. In 1991 the Employment and Training Institute assisted the County Executive's Youth Initiative, combining a variety of databases to identify target youth populations most in need of services and most likely to benefit from program participation. Records were combined from over 12 years of Children's Court data, public assistance (welfare, food stamps, and medical assistance), social services and Combined Community Services Board data. The project predicted, with almost chilling accuracy, the fate of children adjudicated for abuse and neglect, with most identified boys becoming juvenile delinquents and most identified girls becoming teenage mothers on AFDC. The Children's Court judges and administrators made extensive use of the report to improve programs and to target resources. The report also identified target groups where there was the greatest likelihood of subsequent problems and identified strategies for intervention. (See ***Identifying Milwaukee Youth in Critical Need of Intervention: Lessons from the Past, Measures for the Future***, 1991 available as a reprint on the Employment and Training Institute website at www.eti.uwm.edu.)

JTPA Job Training Database for Improved Follow-Up

In 1995 the Employment and Training Institute developed a model for a working database to detail Job Training Partnership Act program participation by component and client demographics compared to post-completion employment industry, number of employers, levels of wages, and duration of employment. The Employment and Training Institute and the Milwaukee County Private Industry Council focused on JTPA employment databases combined with the state wage match data in a project where existing WIMS (Wisconsin Information Management System) data was used to construct a longitudinal history of pre- and post- program participation data over a 6-year period, and then matched against 7 years of quarterly wage match data to assess pre- and post-program employment status as part of an internal analysis of program outcomes. In each case, pre- and post- outcome-based were used to more effectively target activities most likely to result in enhanced post-program employment, education and social service experiences for each individual in the target population. (See the ***Analysis of Milwaukee County JTPA Title IIA Participants: 1988-1994***, 1995.)

Milwaukee County Welfare to Work AFDC Caseload Planning

Milwaukee County officials asked the Employment and Training Institute in 1996 to develop a model to identify methods which would most effectively reduce the AFDC caseload by 20% in a one-year period as required by state welfare officials. Multiple institutional and historical databases (including 5 quarters of employment data for 25,125 welfare recipients) were used to construct a strategy for identifying populations most likely to be moved off AFDC. The model categorized participants on a scale of most easily moved off AFDC to those least likely to be moved into employment. The resulting model was shown to be remarkably accurate in showing how the caseload would be reduced. (See ***The Financial Impact of W-2 and Related Welfare Reform Initiatives on Milwaukee County AFDC Cases***, 1996.) The model was also subsequently used by the Employment and Training Institute -- at the state's request -- to create the W-2 Regions in Milwaukee County so that difficult-to-serve populations would be distributed among regions.

Part Five: The EARN Model in Action

Examples of the EARN Model Capacity

The Employment and Training Institute and the Milwaukee Private Industry Council have in the past used some of the most sophisticated methods and data bases to identify the success of programs and the populations at-risk. (See ***Analysis of Milwaukee County JTPA Title IIA Participants: 1988-1994***.) Then in 2001-2002 the PIC and ETI assembled a similar longitudinal data base of historical wage match data. That database for PY1997-2000 participants was joined to six other databases to show the power of the EARN Model for this current project.

This demonstration model identifies key strategies to increase employment outcomes using longitudinal data on employment, public assistance, WIA participation, Department of Corrections, driver's license and suspension history, and child care subsidy databases. The combination and analyses of these data bases provide a very powerful tool to identify the changing characteristics of the WIA clients in Milwaukee County and to target those populations most likely to benefit from services which will result in increases in positive employment outcomes. Previous ETI/PIC program improvement initiatives used state wage data combined with participant data and a variety of other data sources to construct a sophisticated outcome-driven IT model.

For this analysis WIA participants were matched with four years of State of Wisconsin Department of Workforce Development (DWD) wage files for a total of 22 quarters of earnings data (January 1998 – June 2003). Historical data from other institutional data sources was appended to the WIA participant wage match data file. Post-program employment outcomes use the same definitional parameters as in federal WIA outcome methodology, so that post-program Quarter #1 is the quarter after but not including the quarter of exit. For those participants with multiple exits, only the last exit is used for purposes of post-program analysis.

Examples of Findings Which Should Result from this TAT Program

1. The decline in positive WIA program outcomes during the period examined is largely attributable to changes in the characteristics of adult WIA participants served. Matches with seven databases showed the following key client variables which drive program outcomes as all headed in a negative direction for risk factors.

Percent of WIA Participants by Risk Factors and Program Year

Participant Characteristics	1998	1999	2000
Less than 12 years of schooling	26%	25%	41%
On public assistance	36%	29%	47%
Wisconsin DOC prisoner	5%	4%	8%
Valid driver's license	74%	79%	62%
Driver's license with suspensions	11%	10%	16%

2. The worst employment and earnings outcomes are for a growing number of participants with Wisconsin Department of Corrections histories, which doubled from PY99 to PY00, to 377. Almost none of the mostly men with a DOC history have a driver's license. Measures of post-program outcomes are dismal with only 15% were employed at earnings of $4,000 or more in the quarter after exit (the poverty level at that time for a family of four). This population can only increase dramatically as increasing numbers of ex-prisoners are released from state correctional facilities each year. (See the Employment and Training Institute **Barriers to Employment: Prison Time**, 2007). There do not appear to be any quick fixes for this population.

3. The second worst population for program outcomes is the growing number of public assistance participants.

4. The balance of the WIA population not on public assistance and not in the DOC system account for the best outcomes. This population was 64% white, 79% with a valid driver's license, and only 19% have less than 12 years of schooling. The quarterly income for this population is much higher, making most participants ineligible for subsidized child care. Even for this population, 17% have a driver's license in need of repair.

Ex-Cons with Consecutive Quarters of Employment

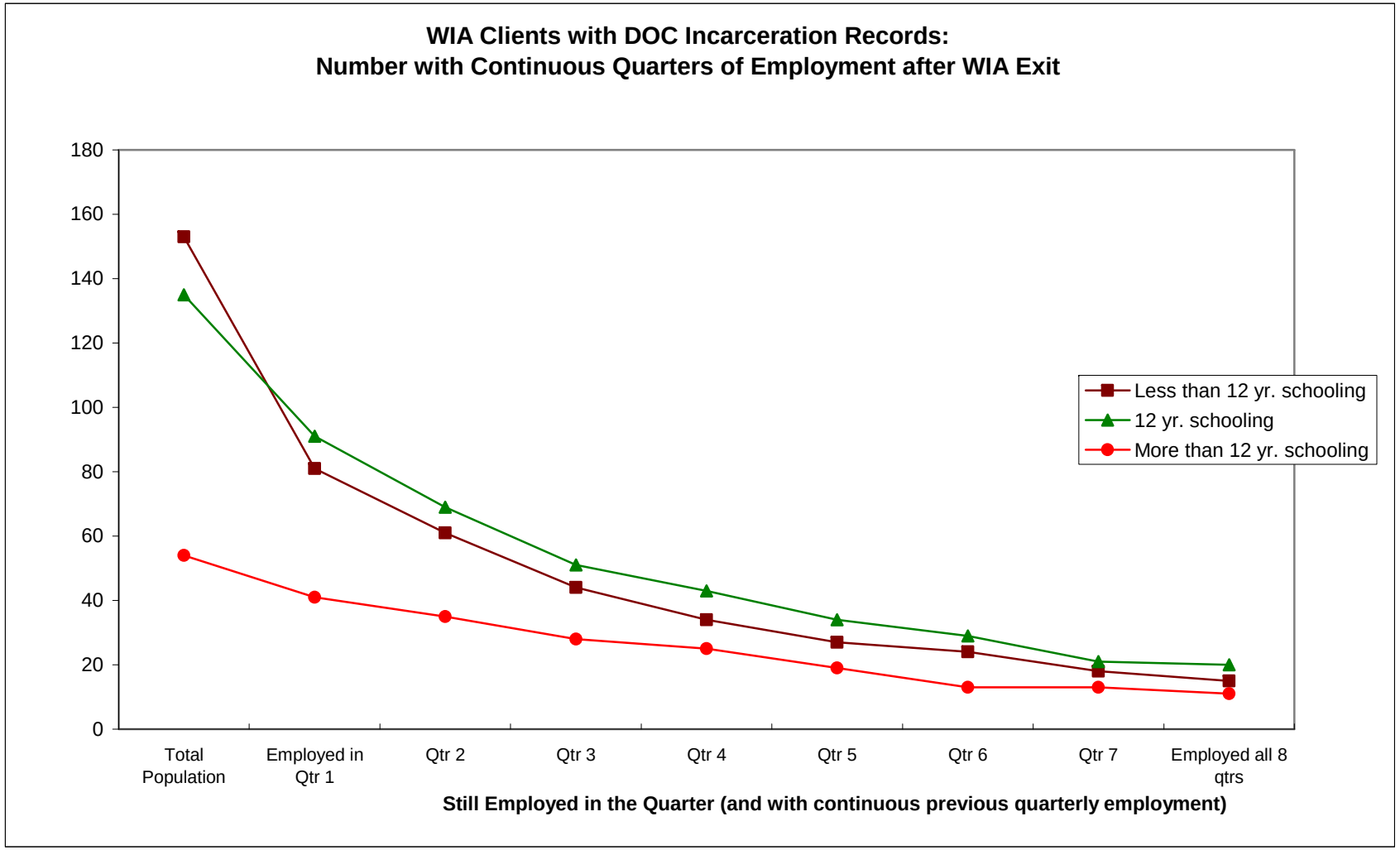
Employment outcomes were worst for the population of 342 participants (PY98-2000) who were in the Wisconsin Department of Corrections system.

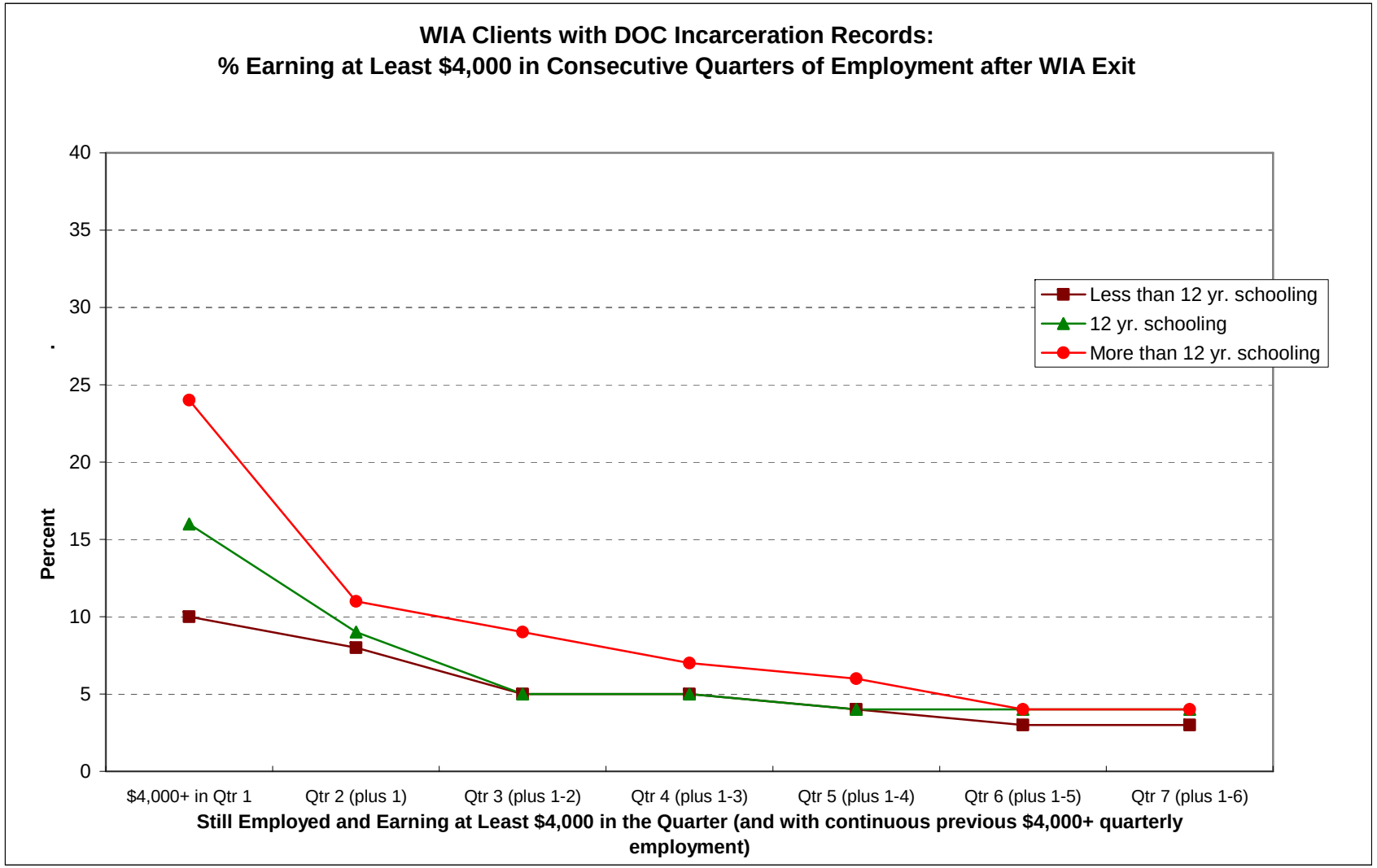
- Only 10 of the 342 had a driver's license.

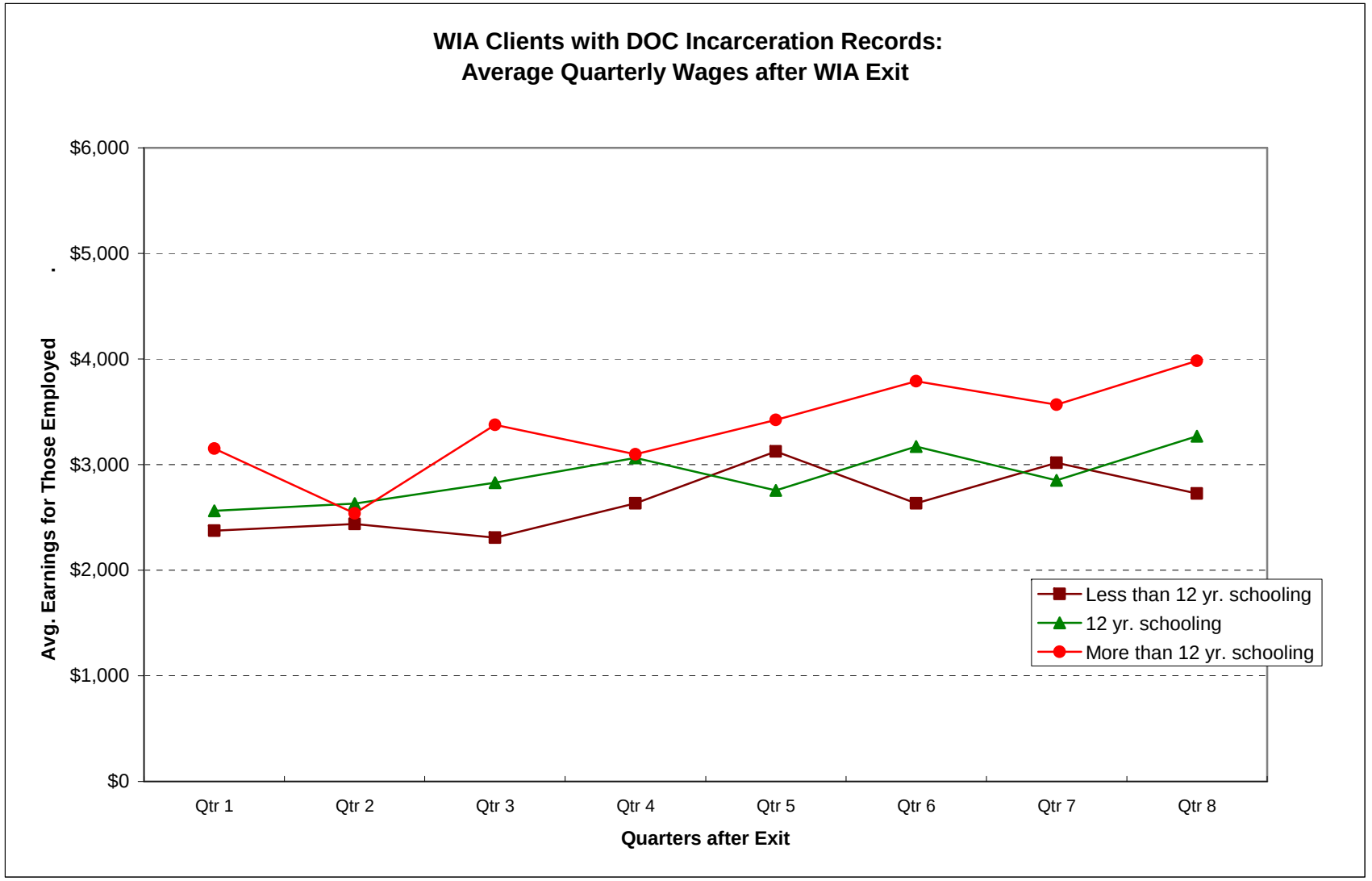
- Employment outcomes were better when level of education was examined. 40% of those with less than 12 years of schooling were employed 2 consecutive quarters compared to 51% of those with 12 years of schooling and 65% of those with 12 years or more of schooling.

- Only 15% of the DOC system population was employed at quarterly wages above $4,000, the equivalent of the poverty level for a family of four (at that time) in Quarter 1 AND only 9% had 2 consecutive quarters with wages above $4,000.

- Average wages for those with consecutive quarters of employment were $2,604 for the first quarter, rising to $3,172 for the few (N=46) who had 8 quarters of consecutive employment.


WIA Clients with DOC Incarceration Records:
Number with Continuous Quarters of Employment after WIA Exit
180
160
140
120
100
80
60
40
20
0
Total Population
Employed in Qtr 1
Qtr 2
Qtr 3
Qtr 4
Qtr 5
Qtr 6
Qtr 7
Employed all 8 qtrs
Still Employed in the Quarter (and with continuous previous quarterly employment)
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling


WIA Clients with DOC Incarceration Records:
% Earning at Least $4,000 in Consecutive Quarters of Employment after WIA Exit
Percent
40
35
30
25
20
15
10
5
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
$4,000+ in Qtr 1
Qtr 2 (plus 1)
Qtr 3 (plus 1-2)
Qtr 4 (plus 1-3)
Qtr 5 (plus 1-4)
Qtr 6 (plus 1-5)
Qtr 7 (plus 1-6)
Still Employed and Earning at Least $4,000 in the Quarter (and with continuous previous $4,000+ quarterly employment)


WIA Clients with DOC Incarceration Records:
Average Quarterly Wages after WIA Exit
$6,000
$5,000
$4,000
$3,000
$2,000
$1,000
$0
Avg. Earnings for Those Employed
Qtr 1
Qtr 2
Qtr 3
Qtr 4
Qtr 5
Qtr 6
Qtr 7
Qtr 8
Quarters after Exit
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling

Public Assistance Population Outcomes

A total of 1,418 public assistance (food stamps, medical assistance, and BadgerCare) participants exited from programs in 1998, 1999 and 2000 were examined by level of education and driver's license status.

- Overall employment for consecutive quarters of employment showed 74% employed for the first quarter after exit, 64% employed in the first two quarters, then dropping to 39% with 8 consecutive quarters of employment.

- Only 12% of those employed in the first quarter after exit had wages of at least $4,000 a quarter (then the poverty level for a family of four).

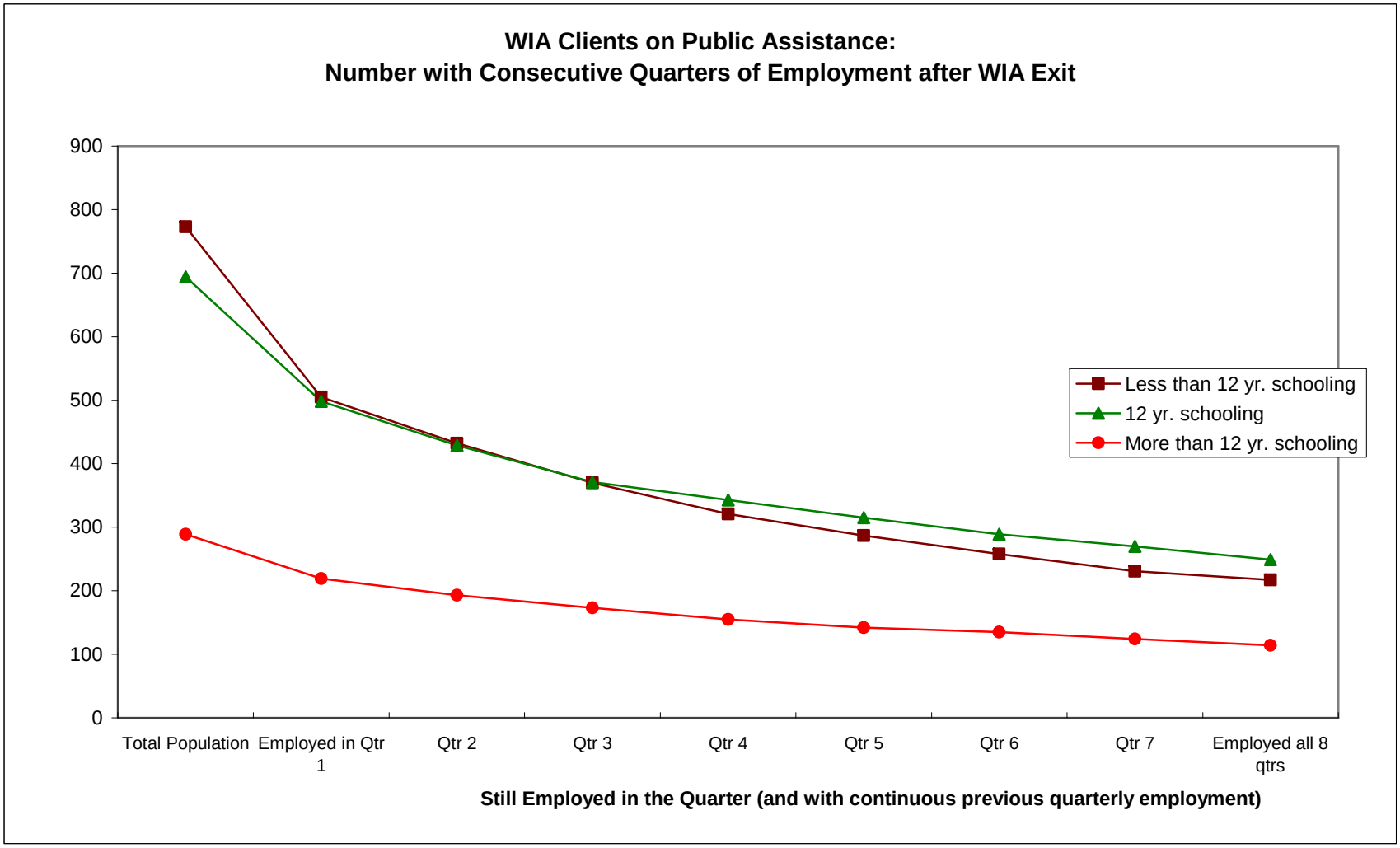
- Outcomes based on educational level of public assistance participants showed an increase in employment and earnings as the level of education increases, but not as much as expected. 65% of those with less than 12 years of education were employed in the quarter after exit, compared to 72% of those with 12 years of schooling, and 76% of those with more than 12 years of schooling. Average earnings for those employed in the quarter after exit were $2,196 for those with less than 12 years of schooling, $2,644 for those with 12 years of schooling, and $3,109 for those with more than 12 years of education.

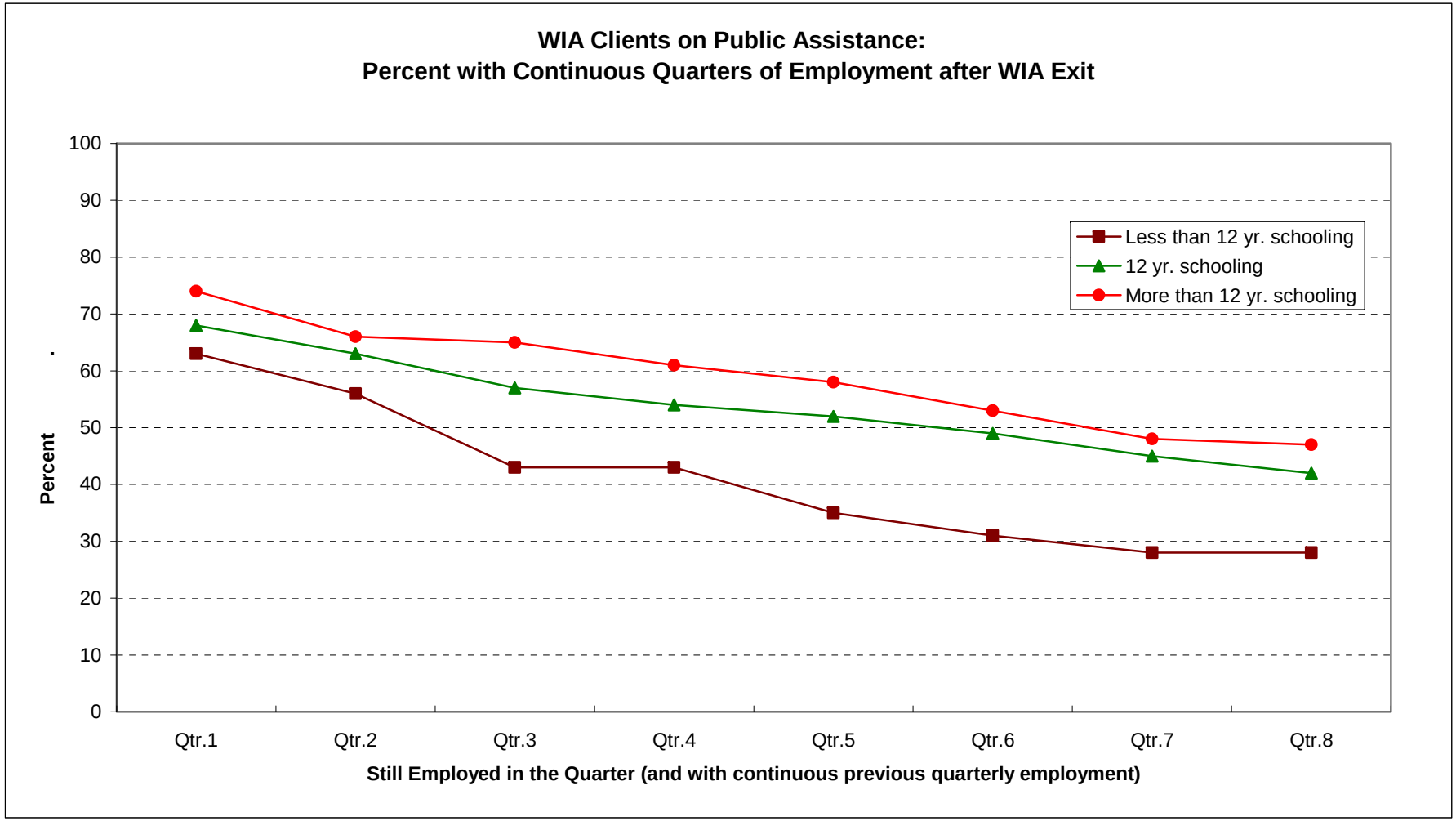
- Outcomes were most pronounced when both driver's license and education level were considered. Public assistance participants were twice as likely to be employed at or above the poverty level when a driver's license was in evidence. Even those without 12 years of schooling were more likely to obtain sustained wages at or above poverty compared to their better educated counterparts if they had a valid driver's license.

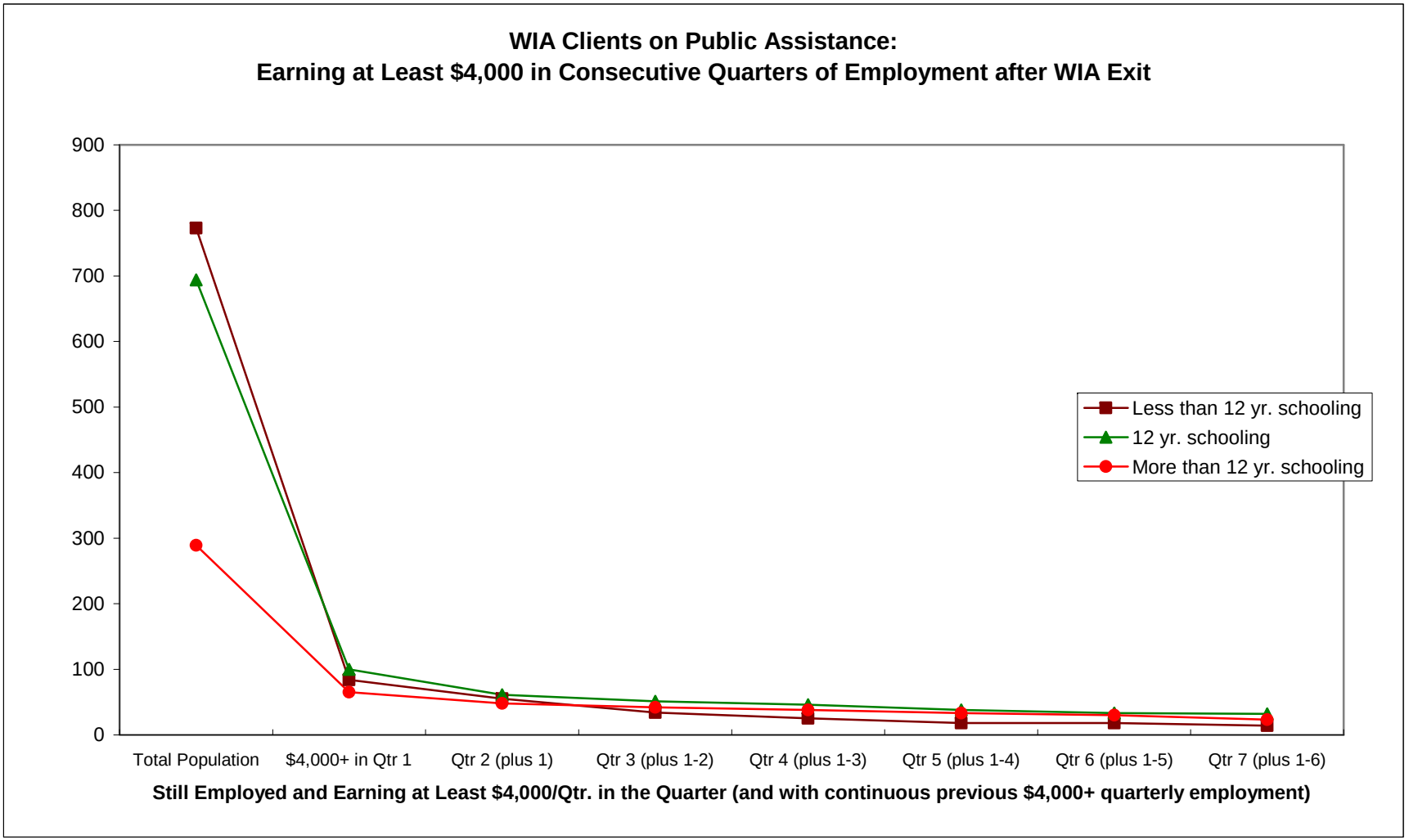
Percent of Public Assistance Population with Quarterly Income at or above $4,000* by Years of Schooling and Driver's License Status

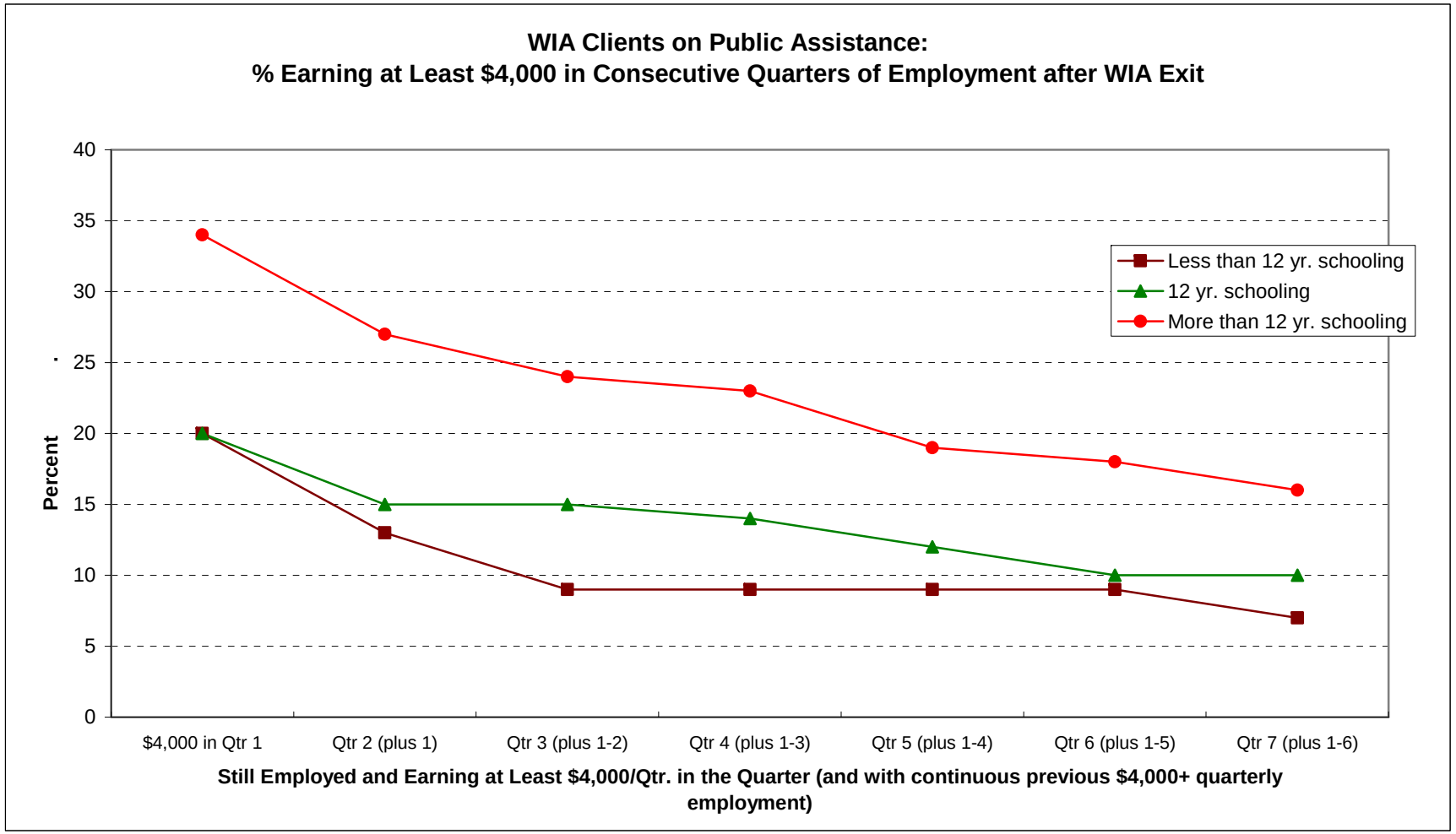
	BY YEARS OF SCHOOLING:		
Quarter after Exit	Less than 12 Years	12 Years	More than 12 Years
1st Quarter: **NO** valid driver's license	9%	11%	17%
1st Quarter: **WITH** a valid driver's license	20%	20%	34%
2nd Quarter: **NO** valid driver's license	6%	6%	12%
2nd Quarter: **WITH** a valid driver's license	13%	15%	27%

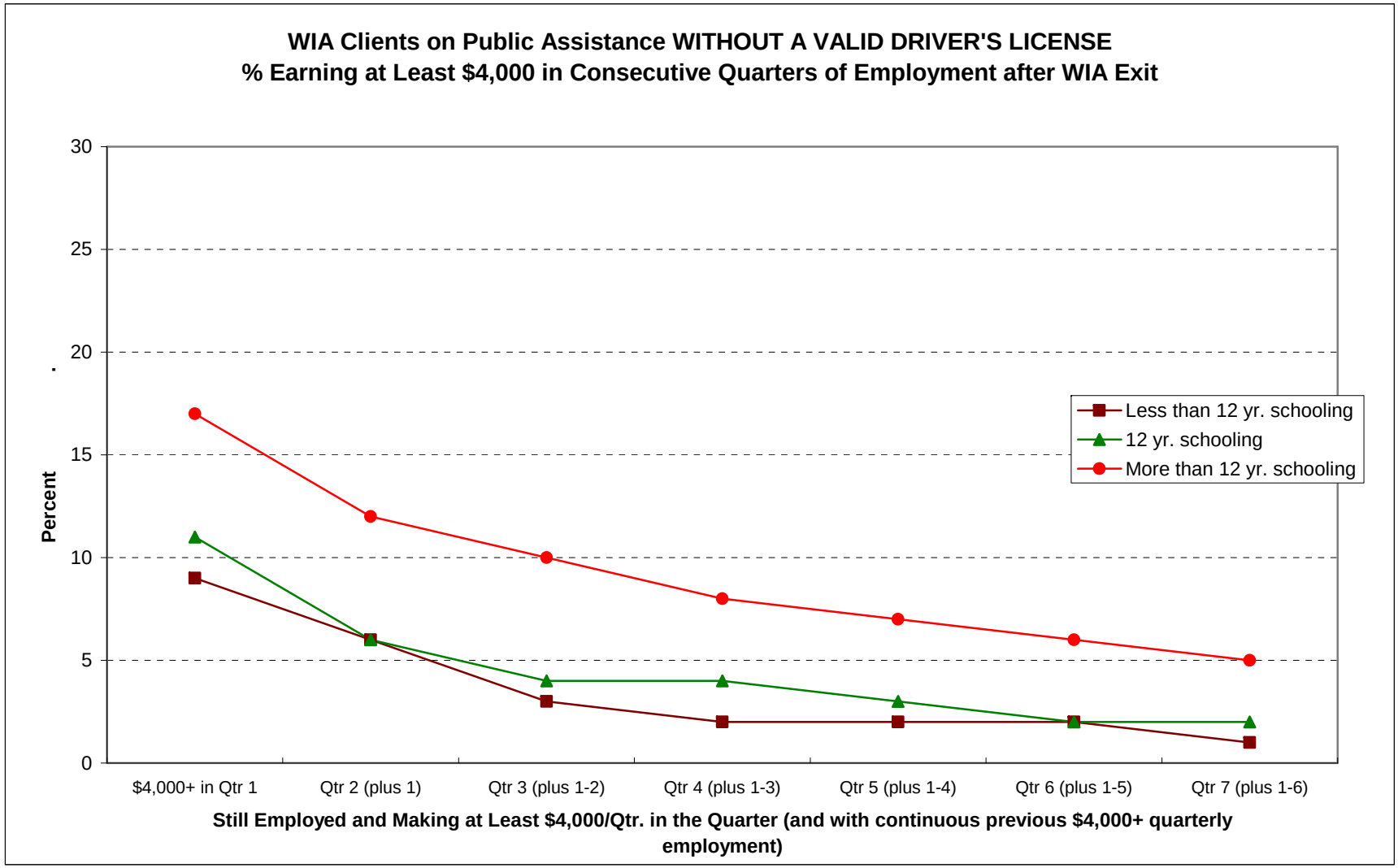
*Earnings in the 2000-2003 period.

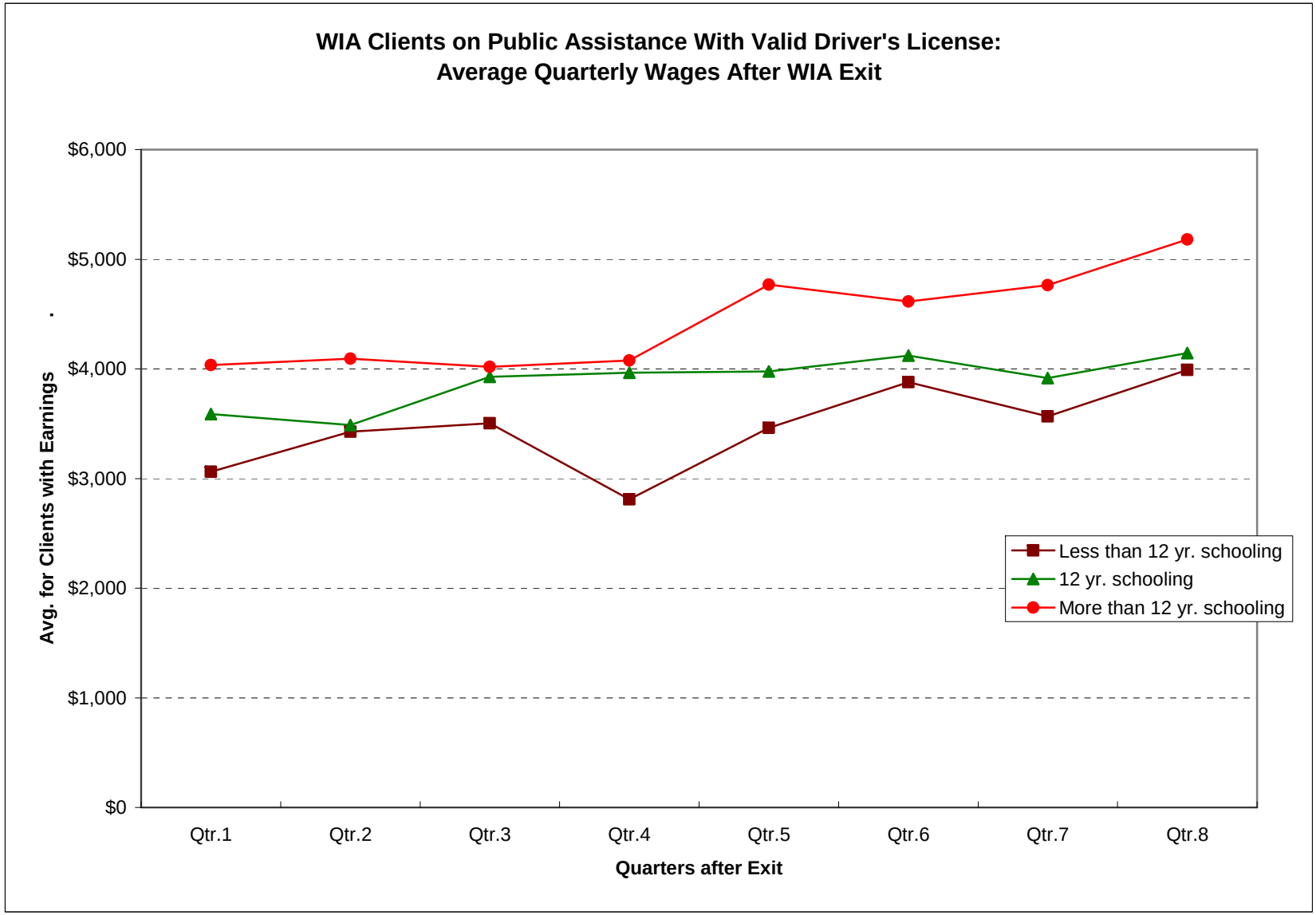

WIA Clients on Public Assistance:
Number with Consecutive Quarters of Employment after WIA Exit
900
800
700
600
500
400
300
200
100
0
Total Population
Employed in Qtr 1
Qtr 2
Qtr 3
Qtr 4
Qtr 5
Qtr 6
Qtr 7
Employed all 8 qtrs
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Still Employed in the Quarter (and with continuous previous quarterly employment)

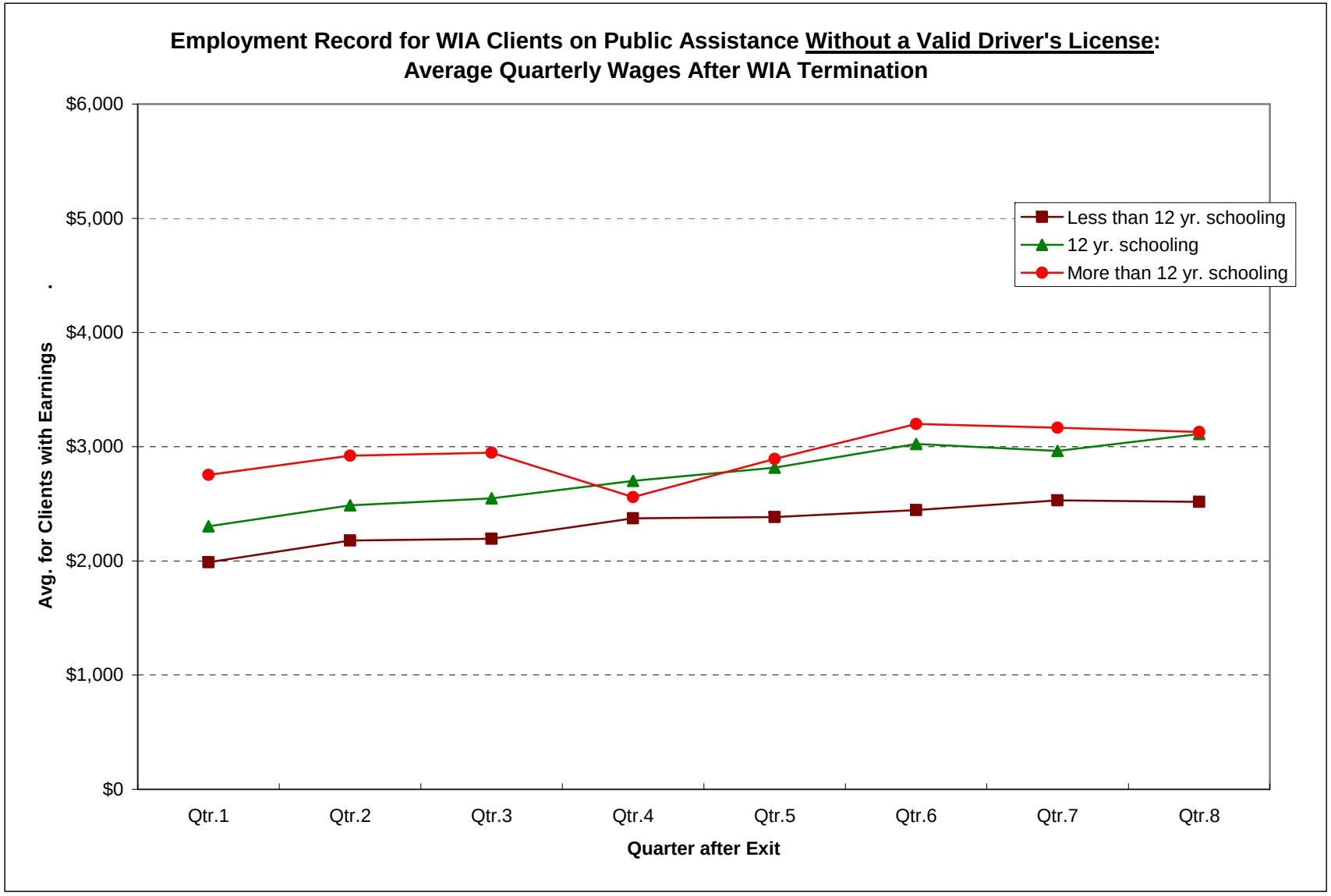

WIA Clients on Public Assistance:
Percent with Continuous Quarters of Employment after WIA Exit
Percent
100
90
80
70
60
50
40
30
20
10
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Qtr.1
Qtr.2
Qtr.3
Qtr.4
Qtr.5
Qtr.6
Qtr.7
Qtr.8
Still Employed in the Quarter (and with continuous previous quarterly employment)


WIA Clients on Public Assistance:
Earning at Least $4,000 in Consecutive Quarters of Employment after WIA Exit
900
800
700
600
500
400
300
200
100
0
Total Population
$4,000+ in Qtr 1
Qtr 2 (plus 1)
Qtr 3 (plus 1-2)
Qtr 4 (plus 1-3)
Qtr 5 (plus 1-4)
Qtr 6 (plus 1-5)
Qtr 7 (plus 1-6)
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Still Employed and Earning at Least $4,000/Qtr. in the Quarter (and with continuous previous $4,000+ quarterly employment)


WIA Clients on Public Assistance:
% Earning at Least $4,000 in Consecutive Quarters of Employment after WIA Exit
Percent
40
35
30
25
20
15
10
5
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
$4,000 in Qtr 1
Qtr 2 (plus 1)
Qtr 3 (plus 1-2)
Qtr 4 (plus 1-3)
Qtr 5 (plus 1-4)
Qtr 6 (plus 1-5)
Qtr 7 (plus 1-6)
Still Employed and Earning at Least $4,000/Qtr. in the Quarter (and with continuous previous $4,000+ quarterly employment)


WIA Clients on Public Assistance WITHOUT A VALID DRIVER'S LICENSE
% Earning at Least $4,000 in Consecutive Quarters of Employment after WIA Exit
Percent
30
25
20
15
10
5
0
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
$4,000+ in Qtr 1
Qtr 2 (plus 1)
Qtr 3 (plus 1-2)
Qtr 4 (plus 1-3)
Qtr 5 (plus 1-4)
Qtr 6 (plus 1-5)
Qtr 7 (plus 1-6)
Still Employed and Making at Least $4,000/Qtr. in the Quarter (and with continuous previous $4,000+ quarterly employment)


WIA Clients on Public Assistance With Valid Driver's License:
Average Quarterly Wages After WIA Exit
Avg. for Clients with Earnings
$6,000
$5,000
$4,000
$3,000
$2,000
$1,000
$0
Qtr.1
Qtr.2
Qtr.3
Qtr.4
Qtr.5
Qtr.6
Qtr.7
Qtr.8
Quarters after Exit
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling

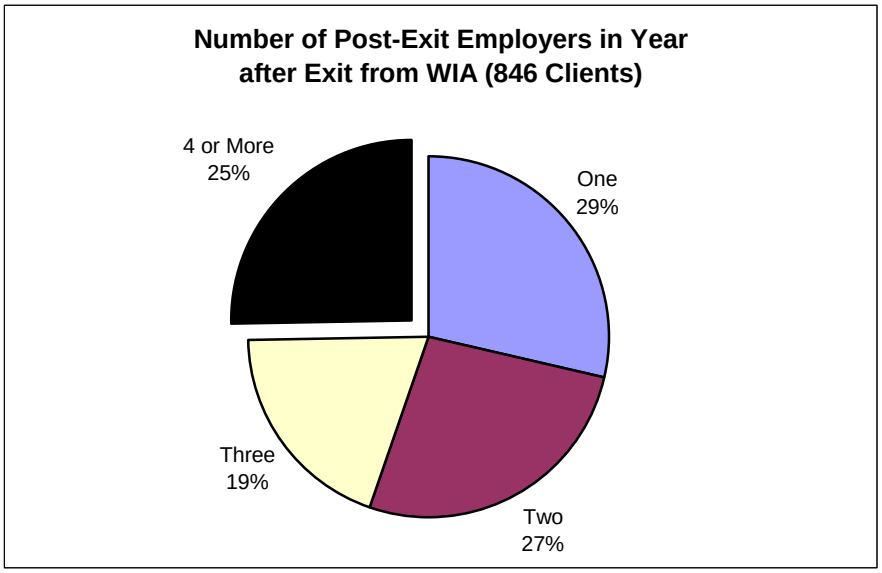

Employment Record for WIA Clients on Public Assistance Without a Valid Driver's License:
Average Quarterly Wages After WIA Termination
$6,000
$5,000
$4,000
$3,000
$2,000
$1,000
$0
Avg. for Clients with Earnings
Less than 12 yr. schooling
12 yr. schooling
More than 12 yr. schooling
Qtr.1
Qtr.2
Qtr.3
Qtr.4
Qtr.5
Qtr.6
Qtr.7
Qtr.8
Quarter after Exit

Part Six: WIA 101 Handouts

Handout #1: Employment Records of WIA Exits

Goal: The quarterly wage match is the basis for measuring outcomes for WIA and some TANF programs. Staff need to **understand** how outcome measures are constructed and the impact of client demographics on measurable outcomes. The following tables of employment patterns are a first step in the process of using the data-driven EARN Model.

Most people think that employment programs result in a person getting a full-time job with an employer and keeping employment with the same employer at a sufficient wage. This almost never happens as wage match records show for percentages placed and keeping a job. The following analysis examines the employment records of clients exiting from WIA in Second Quarter (April-June) 2000. A total of 846 clients showed employment wage matches sometime during the next four quarters.



246 Clients = 1 employer

Of the Second Quarter 2000 exits, 246 had only one employer listed in the post-program wage match file. These include the following:

- 79 of these clients (9% of the 846 exits) showed four quarters of consecutive wages with the same employer listed as the employer placed upon exit from a WIA program.

- Another 45 had no employer listed upon program exit but showed four quarters of consecutive employment with the same employer.

The remaining 122 had only one employer but showed less than four quarters of consecutive employment after exit.

- Of these, 37 left the program with the same and only employer, including 18 who had NO earnings after their first quarter after exit.

- The remaining 85 were terminated without a placement listed, and included 60 who had no earnings in the first quarter after exit.

Post-Exit Quarterly Earnings of Participants Who Exit and Have Only 1 Employer (64 client case examples. The type of employer is based on SIC codes.)

	TYPE OF	QUARTERLY WAGES:						HAS DR	LIC. NEEDS	YRS OF SCHOOL:		
	BUSINESS	AT EXIT	POST1	POST2	POST3	POST4	WELFARE	LIC	REPAIR	>12	<12	=12
1	MANUFACTURING	12425	12672	12903	12963	12903	NO	YES		YES		
2	TEMP AGENCY	152	0	654	652	404	NO	YES		YES		
3	SOCIAL SERV.	0	1288	2796	2010	1545	NO	YES			YES	
4	RETAIL	2088	3010	2293	2870	2201	YES	YES			YES	
5	RETAIL	912	884	0	127	0	YES	YES			YES	
6	JOB TRAINING	0	0	4264	7310	8468	YES	YES		YES		
7	RETAIL	0	0	0	0	237	YES				YES	
8	TEMP AGENCY	0	6400	12875	13600	5525	NO	YES		YES		
9	MANUFACTURING	3714	4523	4944	4499	4228	YES		YES			
10	JOB TRAINING	0	0	0	0	7040	NO		YES			YES
11	GOVERNMENT	0	0	430	32	0	NO				YES	
12	RETAIL	1754	198	0	0	0	YES				YES	
13	TEMP AGENCY	6663	7523	8350	7331	8962	NO	YES		YES		
14	TEMP AGENCY	0	0	1343	0	0	NO				YES	
15	EDUCATION	2189	1767	2528	2887	2649	NO	YES			YES	
16	FIRE	4447	6082	4790	5569	5338	YES	YES				YES
17	EDUCATION	553	2380	2025	2385	2070	YES				YES	
18	MANUFACTURING	4641	5157	5686	5767	5727	YES		YES		YES	
19	RETAIL	919	2434	1573	2396	2364	YES				YES	
20	MANUFACTURING	0	0	1899	3836	735	YES	YES			YES	
21	MANUFACTURING	1775	5601	300	0	0	NO				YES	
22	SERVICES OTH	2983	2590	2013	744	0	YES					YES
23	MANUFACTURING	3351	1174	0	0	0	NO					YES
24	DAY CARE	0	3294	3100	3302	2644	NO				YES	
25	TEMP AGENCY	0	530	0	0	0	YES	YES			YES	
26	RETAIL	522	509	156	0	0	NO				YES	
27	MANUFACTURING	5924	5569	7447	7709	9558	NO	YES		YES		
28	SERVICES OTH	0	0	0	1721	1971	YES	YES			YES	
29	GOVERNMENT	549	0	234	780	722	YES				YES	
30	MANUFACTURING	7575	8404	12759	10389	8836	NO	YES				YES
31	BUSINESS SER	4969	7167	6928	0	0	NO	YES				YES
32	EDUCATION	0	0	2508	2908	2604	NO	YES		YES		
33	RETAIL	0	508	2637	2146	2599	NO	YES		YES		
34	TEMP AGENCY	0	0	0	504	0	NO		YES			YES
35	IN-HOME CARE	0	0	0	2637	4072	NO	YES		YES		
36	CONSTRUCTION	2116	6452	8607	7743	9173	NO	YES				YES
37	FIRE	3864	3883	4395	4279	4183	YES				YES	

	TYPE OF	QUARTERLY WAGES:						HAS DR	LIC. NEEDS	YRS OF SCHOOL:		
	BUSINESS	AT EXIT	POST1	POST2	POST3	POST4	WELFARE	LIC	REPAIR	>12	<12	=12
38	MANUFACTURING	0	0	0	54	0	NO				YES	
39	SERVICES OTH	0	2516	3456	4423	4392	NO				YES	
40	RETAIL	2136	1034	2070	1810	0	NO				YES	
41	HEALTH OTHER	2198	2985	2107	2376	2003	YES	YES			YES	
42	RETAIL	0	853	1641	2288	1762	YES				YES	
43	MANUFACTURING	5522	4549	5320	4658	5578	YES	YES				YES
44	MANUFACTURING	2984	5358	4968	5939	5239	NO	YES				YES
45	MANUFACTURING	7987	6991	8380	6295	7483	NO		YES			YES
46	MANUFACTURING	7680	9088	7776	9072	7776	NO	YES				YES
47	RETAIL	5854	6802	6475	8231	6722	NO	YES				YES
48	MANUFACTURING	11884	12248	6992	12091	12424	NO	YES		YES		
49	GOVERNMENT	8060	7584	8797	6251	8794	NO	YES		YES		
50	MANUFACTURING	0	1999	0	0	0	NO	YES				YES
51	MANUFACTURING	2921	8882	8041	8516	8704	NO	YES		YES		
52	GOVERNMENT	8842	7072	9832	7337	9038	NO	YES				YES
53	RETAIL	11390	9746	12779	7459	11556	NO	YES		YES		
54	GOVERNMENT	1863	564	1836	2071	1752	NO	YES				YES
55	HEALTH OTHER	3232	3970	3484	4653	4406	YES				YES	
56	GOVERNMENT	5304	6565	4712	5666	5719	NO				YES	
57	RETAIL	0	545	0	0	0	YES				YES	
58	MANUFACTURING	1779	3609	3692	3513	2886	NO					YES
59	MANUFACTURING	21953	16721	16850	15862	11572	NO	YES		YES		
60	RETAIL	7214	6417	7581	6998	7575	NO	YES		YES		
61	RETAIL	3551	941	0	711	0	NO	YES				YES
62	RETAIL	4196	4166	5357	3779	4427	NO	YES		YES		
63	RETAIL	0	7200	6000	0	0	NO	YES		YES		
64	GOVERNMENT	3419	3999	3551	4240	3302	YES					YES

600 Clients = 2 or More Employers

Of the Second Quarter 2000 exits, 600 showed 2 or more employers in the post-program period. This included 223 with 2 employers, 164 with 3 employers, and 213 with 4 or more employers.

Post-Exit Quarterly Earnings of Participants Who Exit and Have 2 Employers At and After Exit (14 client case examples. The type of employer is based on SIC codes.)

								HAS	LIC.			
	TYPE OF	**QUARTERLY WAGES BY EMPLOYER**						DR	NEEDS	**YRS OF SCHOOL**		
CLIENT	BUSINESS	AT EXIT	POST1	POST2	POST3	POST4	WELFARE	LIC	REPAIR	>12	<12	=12
1	RETAIL	1595	6610	6166	6245	3	NO	YES				YES
1	FIRE	0	0	0	0	7373	NO	YES				YES
2	MANUFACTURIN	5767	2518	0	0	0	NO		YES			YES
2	TEMP AGENCY	0	0	65	477	2515	NO		YES			YES
3	JOB TRAINING	0	0	0	0	2470	NO	YES			YES	
3	IN-HOME CARE	0	0	1920	840	0	NO	YES			YES	
4	TEMP AGENCY	0	39	0	0	0	YES	NO			YES	
4	SOCIAL SERV.	0	0	2667	819	0	YES	NO			YES	
5	SOCIAL SERV.	901	3885	6095	6350	5749	NO	NO		YES		
5	SERVICES OTH	1663	1408	992	0	0	NO	NO		YES		
6	SERVICES OTH	3553	0	34	0	0	YES	YES			YES	
6	RETAIL	0	0	0	0	161	YES	YES			YES	
7	SKILLED CARE	0	0	0	0	1836	NO	NO			YES	
7	BUSINESS SER	1736	4724	4250	0	0	NO	NO			YES	
8	RETAIL	1313	1259	763	3996	3021	YES	YES			YES	
8	RETAIL	0	185	771	0	0	YES	YES			YES	
9	SERVICES OTH	0	0	0	0	0	YES	YES			YES	
9	SERVICES OTH	1992	3448	3760	135	0	YES	YES			YES	
10	SERVICES OTH	280	2158	1802	2052	1290	NO	NO			YES	
10	RETAIL	0	0	0	0	398	NO	NO			YES	
11	SKILLED CARE	0	0	295	0	0	YES		YES		YES	
11	SKILLED CARE	1925	1429	0	0	0	YES		YES		YES	
12	MANUFACTURIN	0	2054	2251	160	0	YES	YES				YES
12	SERVICES OTH	445	369	587	1198	1271	YES	YES				YES
13	SERVICES OTH	0	0	0	7409	4929	NO	YES		YES		
13	SERVICES OTH	4613	5179	5441	0	0	NO	YES		YES		
14	MANUFACTURIN	1987	5213	5956	4734	6161	NO	NO				YES
14	TEMP AGENCY	28	0	0	0	0	NO	NO				YES

Post-Exit Quarterly Earnings of Participants Who Exit and Have 3 or More Employers At and After Exit (8 client case examples. The type of employer is based on SIC codes.)

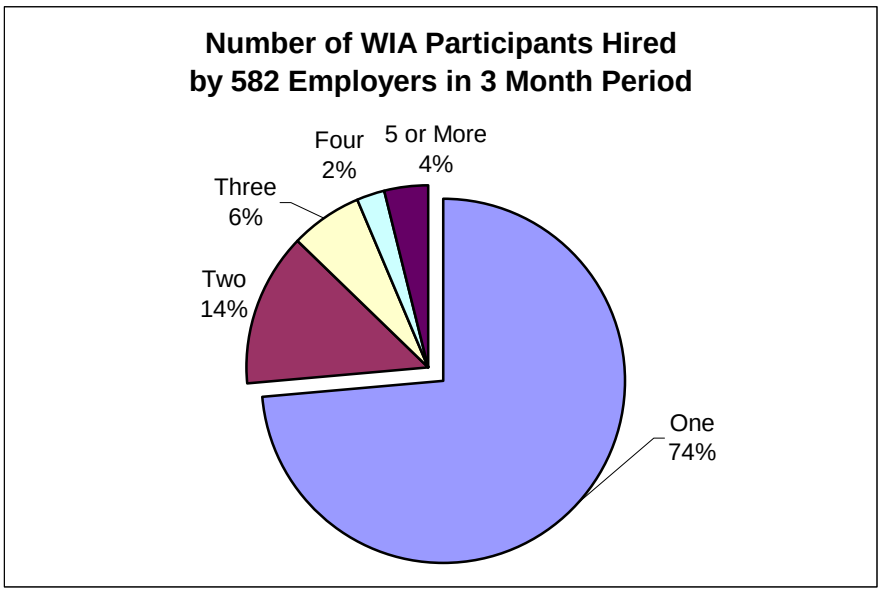
CLIENT RECNO	EMPLOYER BUSINESS TYPE	QUARTERLY WAGES BY EMPLOYER: AT EXIT	POST1	POST2	POST3	POST4	ON WELFARE	HAS DR LIC	LIC. NEEDS REPAIR	YRS OF SCHOOL >12	<12	=12
163	MANUFACTURIN	0	7162	4768	0	0	NO	YES				YES
163	MANUFACTURIN	0	995	995	0	0	NO	YES				YES
163	MANUFACTURIN	0	0	0	7315	0	NO	YES				YES
163	TEMP AGENCY	7321	2542	0	0	0	NO	YES				YES
686	SKILLED CARE	30	0	0	0	0	YES	YES				YES
686	SKILLED CARE	0	4146	7134	6447	9608	YES	YES				YES
686	MANUFACTURIN	0	0	1200	1300	1300	YES	YES				YES
686	SKILLED CARE	0	494	0	0	0	YES	YES				YES
907	MANUFACTURIN	0	0	0	649	314	NO		YES		YES	
907	SERVICES OTH	0	0	0	230	0	NO		YES		YES	
907	OTHER SERV.	1757	3155	1444	977	0	NO		YES		YES	
1463	TEMP AGENCY	0	0	0	236	0	YES		YES			YES
1463	SERVICES OTH	2014	2936	1173	0	0	YES		YES			YES
1463	SERVICES OTH	0	0	103	0	0	YES		YES			YES
1463	RETAIL	0	0	0	395	3949	YES		YES			YES
1609	RETAIL	0	0	0	1039	672	NO	YES				YES
1609	CONSTRUCTION	4661	331	0	0	0	NO	YES				YES
1609	MANUFACTURIN	0	4287	3403	0	0	NO	YES				YES
1826	RETAIL	715	379	0	0	0	NO	YES		YES		
1826	FIRE	0	2965	7624	8899	7730	NO	YES		YES		
1826	TEMP AGENCY	3496	3234	0	0	0	NO	YES		YES		
1826	TEMP AGENCY	0	960	0	0	0	NO	YES		YES		
1829	SKILLED CARE	0	204	195	0	0	YES		YES	YES		
1829	SOCIAL SERV.	0	0	0	0	116	YES		YES	YES		
1829	TEMP AGENCY	0	0	140	931	0	YES		YES	YES		
1829	SKILLED CARE	0	0	0	0	24	YES		YES	YES		
1829	TEMP AGENCY	0	0	0	0	1375	YES		YES	YES		
1829	MANUFACTURIN	0	0	95	0	0	YES		YES	YES		
1829	TEMP AGENCY	1065	0	0	0	0	YES		YES	YES		
1829	TEMP AGENCY	416	1795	1553	206	0	YES		YES	YES		
1829	SOCIAL SERV.	0	240	0	0	0	YES		YES	YES		
1829	SKILLED CARE	0	0	0	0	255	YES		YES	YES		
1851	MANUFACTURIN	0	0	0	1066	0	2		1			1
1851	MANUFACTURIN	0	0	0	1228	3663	2		1			1
1851	MANUFACTURIN	0	3128	4597	207	0	2		1			1

Handout #2: Employers for WIA Participant Exits

Goal: Few outside of the employment and training field understand how many employers are involved in WIA job placement activities and how few employees hire significant numbers of WIA participants in any given year. Staff need access to data showing the number of jobs held by WIA clients after they exit programs and to identify those needing post-program follow-up.

Benchmarks

In the first quarter after exit (in 2nd Quarter 2000), 582 employers had employed 909 WIA participants. Nearly all employed one or two clients only.



Most employers (74%) had hired only 1 participant. Another 80 had hired 2 participants, 37 had employed 3 WIA participants, and 14 had employed 4 participants.

Only 23 employers had hired 5 or more participants, as shown below:

- 2 units of government had the largest number of employed WIA participants with 15 and 12 respectively.

- 9 temp agencies accounted for 56 WIA participants employed in the first quarter after exit.

- 2 manufacturing companies and 2 health care entities hired 5 participants each.

EMPLOYERS WITH 4 OR MORE WIA CLIENTS EMPLOYED THE FIRST QUARTER AFTER EXIT

TYPE OF BUSINESS	CLIENTS EMPLOYED THE QTR AFTER EXIT	AVERAGE QUARTERLY WAGES PAID	QTR WAGES >= $4,000 (ABOVE POVERTY) NUMBER	PERCENT
GOVERNMENT	12	$4,107	5	42%
GOVERNMENT	15	$1,186	0	0%
HEALTH OTHER	5	$2,249	1	20%
HEALTH OTHER	5	$5,838	2	40%
MANUFACTURING	5	$12,330	5	100%
MANUFACTURING	5	$3,816	2	40%
OTHER SERVICE.	6	$1,248	0	0%
RETAIL	7	$1,604	0	0%
RETAIL	6	$644	0	0%
RETAIL	6	$4,160	2	33%
RETAIL	5	$400	0	0%
SERVICES OTH	7	$733	0	0%
SKILLED CARE	6	$2,465	2	33%
SOCIAL SERVICE.	8	$1,261	0	0%
TEMP AGENCY	5	$252	0	0%
TEMP AGENCY	6	$965	0	0%
TEMP AGENCY	5	$925	0	0%
TEMP AGENCY	5	$4,172	3	60%
TEMP AGENCY	8	$619	0	0%
TEMP AGENCY	9	$894	0	0%
TEMP AGENCY	5	$740	0	0%
TEMP AGENCY	5	$3,610	2	40%
TEMP AGENCY	8	$1,182	0	0%

- One manufacturing firm paid the highest average quarterly wages (a $12,330 average) for 5 workers. The second highest was a health provider paying a $5,838 average wages for 5 workers.

- One government employer paid 12 workers an average of $4,107 per person their first quarter after WIA exit, with 5 workers (42%) earning above the poverty level for four at the time (i.e., $4,000). The other government employer paid wages averaging $1,186, with none of the 15 WIA exits it employed earning above the poverty level for their first quarter after exit.

Research and technical assistance papers by the UWM Employment and Training Institute are posted on the web at www.eti.uwm.edu. For more information, contact John Pawasarat, Director, Employment and Training Institute, University of Wisconsin-Milwaukee, 161 W. Wisconsin Avenue, Suite 6000, Milwaukee, WI 53203, 414-227-3380, email eti@uwm.edu.